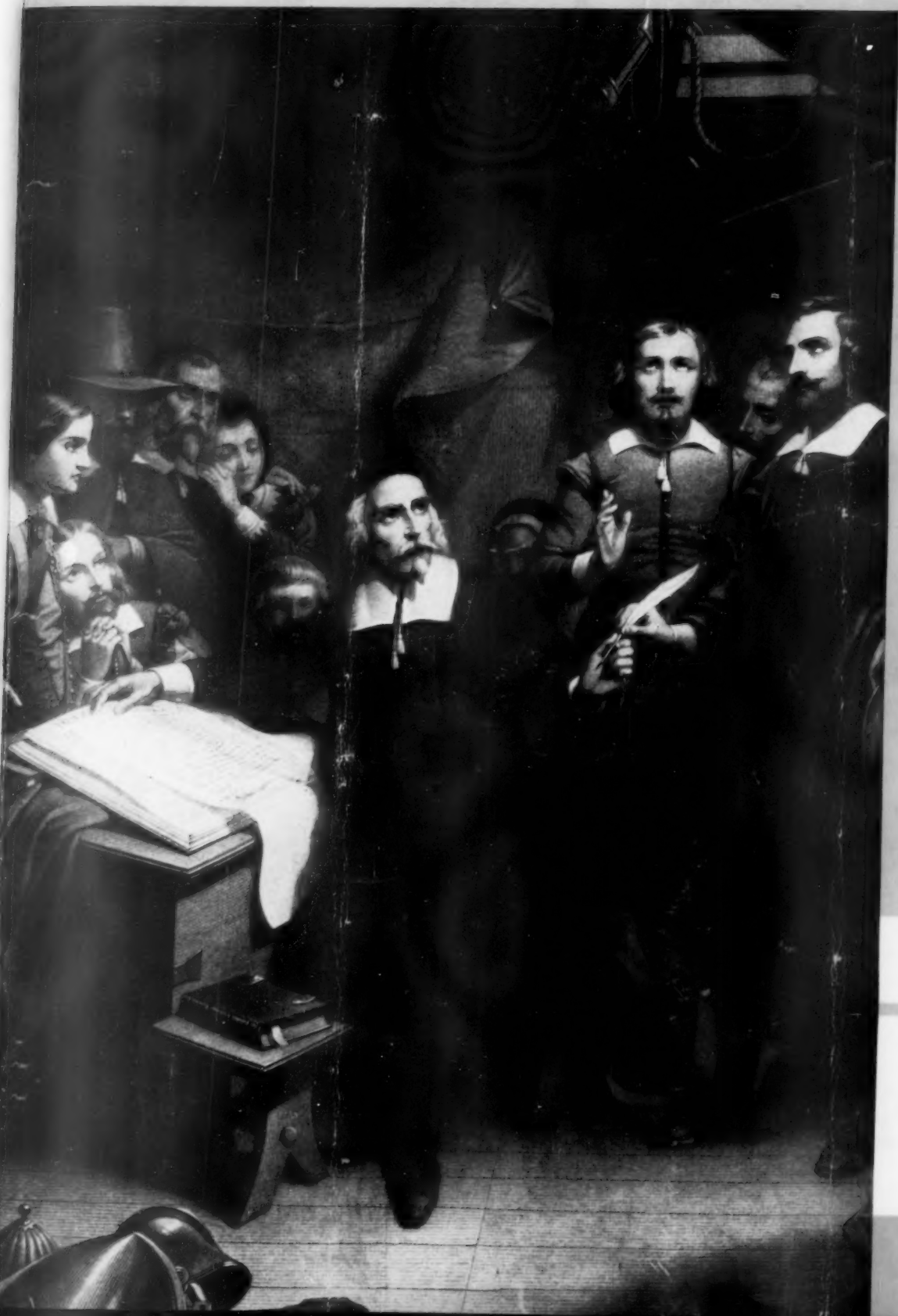


Volume 33 Number 2
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School Life



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FEDERAL SECURITY AGENCY
Office of Education



Official Journal of the Office of Education • • • • • Federal Security Agency

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Volume 33

Number 2

The photograph on the cover of this issue of SCHOOL LIFE shows detail of the Pilgrims signing the Mayflower Compact, the first written plan of government drawn up in America. This photograph, courtesy of the Library of Congress, appears in Office of Education Bulletin 1948 No. 15, titled, "With Liberty and Justice for All." The author of the bulletin points out that the signing of the Mayflower Compact "was an important milestone on the road of self-government." Contact prints of this photograph (5" x 7") are available from the Library of Congress, Washington 25, D. C., price 40 cents. Order Bulletin 1948 No. 15 from the Superintendent of Documents, Washington 25, D. C., price 25 cents.

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(Single copy price of SCHOOL LIFE—15 cents.)

School Life Spotlight

"Democracy demands good education—today more than ever before"----- p. 17

★ ★ ★

"... The elementary schools throughout the Nation can ill afford to lose a single teacher ... "----- p. 22

★ ★ ★

"... We cannot postpone education for a generation, and then hope to 'take up slack.' ... "----- p. 26

★ ★ ★

"The Nation looks to you, as teachers, for leadership in making these things clear to every one of our children ... "----- p. 28

★ ★ ★

"... From then on the pace is dizzy ... "----- p. 29

★ ★ ★

"... Only a fraction of the total need is being met ... "----- p. 32

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THE Office of Education was established in 1867 "for the purpose of collecting such statistics and facts as shall show the condition and progress of education in the several States and Territories, and of diffusing such information respecting the organization and management of schools and school systems and methods of teaching, as shall aid the people of the United States in the establishment and maintenance of efficient school systems, and otherwise promote the cause of education throughout the country."

THE WHITE HOUSE
WASHINGTON

August 31, 1950

TO THE PATRONS, STUDENTS AND TEACHERS OF AMERICAN SCHOOLS:

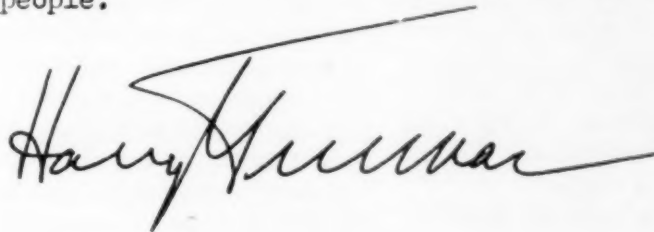
Democracy demands good education — today more than ever before.

In our present world, the forces of naked aggression can be met successfully only by free people who know the meaning of freedom and who know how, together, to defend their heritage of freedom.

Within a democratic Nation, the quality of national life is made up of the character of each person as he works with his fellows.

This Nation's internal strength and its world influence for peace rest upon the men and women, the boys and girls who know well the nature of democracy and who strive daily to live in harmony with the essential principles of democracy.

American Education Week serves the Nation's defense by emphasizing the provision of successful experiences of democratic living in the schools. It is through these experiences of democratic living that we perpetuate the secret of successful government of, by and for the people.

A handwritten signature in dark ink, appearing to read "Harry Truman". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Education and the National Defense

by Earl James McGrath, U. S. Commissioner of Education

TWO DOMINANT systems of thought, two ways of life today engage the attention of the peoples of all nations. These philosophies originate in two basically different conceptions of the nature and destiny of man and in two completely different sets of human values. The proponents of one of these systems, Communism, are determined that their plan of life, their values, shall prevail generally throughout the world. Anyone who doubts this statement should read the incisive analysis of the history and purposes of communism made by Dr. Charles Malik of Lebanon before the Security Council in May. The proponents of the other, Democracy, though not engaged in an aggressive campaign to force a way of life on those who do not want it, are equally determined that they themselves shall be free to live under their own system, that other nations shall have access to information about it, and have the right to adopt it if they wish.

Though the world situation today is extremely complicated, it may be said that the present crisis arises primarily from the conflict between those who accept one of these views and those who accept the other. It is perhaps inaccurate to call the present situation a crisis, if by that term is meant a short period of stress and strain at the end of which there will occur a decisive and final turn in events for better or worse. Those in a position to know most about world events, and the relations between nations, doubt that the present issues are likely to be soon resolved. They see ahead a long period of uncertainty and disorder. During this time we must organize our national life to carry on the ordinary and necessary activities of everyday living while at the same time preparing for the possibility of a global conflict.

Life does not stop while we build the Nation's military strength. Living goes on. Children are born and grow up. They go to school and to college. You cannot put a generation into educational cold storage and then later put them into an educational hothouse. The necessities of the long pull before us are not merely military essentials. There are equally basic essentials in non-military areas. To provide the essentials in

all areas is our continuing objective. Only thus can we meet the demands of the long pull which lie before us: a period in which the preparedness of the Nation for possible conflict must be at hitherto undreamed of peacetime levels, while at the same time the basic essentials of life and growth must be provided for all our people, including all the children.

Since there is a possibility that the present situation may not develop rapidly

COMMISSIONER McGRATH delivered this address at Saranac Inn, N. Y., on October 2, before the New York State Council of City and Village Superintendents of Schools. He also spoke on the same subject at San Diego, Calif., on October 4, before the annual meeting of the California Association of School Administrators, and at the San Diego Teachers Institute. SCHOOL LIFE, in this way, brings to many more teachers and school administrators across the Nation the timely remarks of the Commissioner of Education on "Education and the National Defense," presented upon these occasions.

into a world conflict but instead continue for 10 or 20 years in waves of rising and falling tension, education's first responsibility from the nursery school through the university is clear. The educational system as a whole must continue and indeed improve programs of basic education for citizenship and the normal activities of life. We must keep in the forefront of our thinking the realization that until now the conflict between communism and democracy has been largely one of ideas and social pressures, not one of full-scale conflict on the field of battle. In fact, a statement of Mr. Vishinsky reveals that the Russians consider the ideological weapon superior to the tank and the bomb. He said: "We shall conquer the world, not with atom bombs, but with something the Americans cannot produce—with our ideas, our brains, our doctrines." Americans will not accept this view, but it focuses attention on the fact that ideas and education are the most effective weapons we have to use in fighting a world-wide system of propaganda and false reasoning. Unless

we maintain a sound system of education at home and a program of information abroad about our national purposes and our way of life, it is conceivable that we could win the military conflict and lose the cause of freedom. Men and women, both here and abroad, who had not been educated to live as free people in a free world could embrace a totalitarian solution to the social and political problems that inevitably remain after the firing stops.

The defense of our Nation and its ideals in the struggle which is deepening about us will call for the efforts of every individual and group in our society. In every war we have fought, education has contributed mightily and must be prepared if need be to increase that contribution. In the current program of defense the President and the Congress have taken steps to insure that education has its rightful and essential place in the planning and operation of programs in which schools and colleges can make a major contribution. The efforts of education should be cooperative, involving leadership and full participation at the national, State, and local levels.

National Security Resources Board

The plan of organization which the President and the Congress have established to govern the role of education in the Executive Department concerns all members of the profession. The key organization in defense planning is the National Security Resources Board, established by the National Security Act of 1947. The function of this Board is to advise the President concerning the coordination of military, industrial, and civilian mobilization. The powers of the National Security Resources Board derive from the President himself, and the Chairman of the Board reports directly to the Chief Executive. The Board is therefore an immediate part of the Executive Office of the President and places the Chairman in a direct relationship to all agencies and departments concerned with the defense effort. The staff is organized in the following units: Resources and Requirements, Production, Materials, Transportation, Energy and Utilities, Manpower, Foreign Activities, and Civilian Mobiliza-

tion. Educational planning falls under Manpower.

Thus far the Board has limited its work to planning; and as operating programs have come into existence, they have been delegated to already existing Government agencies. Upon the passage of the Defense Production Act of 1950, for example, the President, by Executive Order, established the National Production Authority in the Department of Commerce, and in the same Order directed that this activity be coordinated with other Government functions by the Chairman of the National Security Resources Board. An additional example of this policy is found in the delegation to the Department of Labor of the function of establishing labor requirements in defense industries. In the operation of defense activities the Board will assume only the function of coordination. This plan of organization is quite different from the pattern which evolved between 1940 and 1945, when entirely new agencies were created, such as the War Production Board and the War Manpower Commission. The current policy is intended to make fullest use of the skills and experience of existing Government departments and agencies.

The Place of the Office of Education

The National Security Resources Board has designated the Office of Education as the agency for all educational planning. I quote from a statement authorized by the Board:

In the field of education, the National Security Resources Board and the President are looking to the Federal Security Agency and the Office of Education as the focal point within the Federal Government where information regarding the educational and training needs will be gathered and distributed to the schools and institutions of higher education so that they may make their maximum contribution to the defense effort.

The statement continues:

In helping the Office of Education carry out its role, the National Security Resources Board is seeking to establish relationships between other government agencies and departments and the U. S. Office of Education. Thus the Office will have constantly available current information which it will send promptly to colleges, universities, and schools. The Office will also secure information from the schools and colleges which can be used by the agencies of government in their own educational planning. This joint effort of government and educational institutions will provide the most efficient means of putting all the Nation's educational forces to effective use in the defense effort.

In accordance with this policy of establishing departmental relationships with the Office of Education, there is now being formed an interdepartmental liaison committee representing defense and civilian departments and agencies concerned with the national defense. It is expected that the membership of this committee will be announced in the near future.

Action by the Office of Education

The Office of Education has taken steps to carry out the two general types of responsibilities delegated to it: First, that of serving as the focal point for educational planning in the Federal Government, and second, of operating programs for which funds and administrative authority are placed in the Office of Education as, for example, defense training of war production workers of less than college grade; and programs similar to Engineering, Science, and Management War Training.

Within the Office of Education we have organized a defense council which meets regularly, considers emergency problems, and develops plans for their effective solution. We have further appointed staff members to deal with designated defense activities. (See listing on page 20.)

In order that educational leaders in the schools and colleges may be informed of Federal activities concerned with education, the Office is issuing at irregular but frequent intervals a *Defense Information Bulletin*. This publication is sent to the Chief State School Officers and institutions of higher education. The Bulletin will provide promptly official information concerning defense training plans, manpower policies of the defense establishments and of civilian agencies, and legislative and executive actions. The regular publications of the Office, *SCHOOL LIFE*, a monthly magazine which reaches virtually all of you, and *HIGHER EDUCATION*, which reaches college executives, will continue to provide general articles on education and fuller discussions of defense-related activities.

In recent weeks the Executive Office of the President has issued policy statements, and the Congress has passed laws, relating to the defense effort, of particular interest to schoolmen. Two of the Executive Orders relate to the training of workers for defense occupations.

Defense Training Programs

In accordance with the policy of the National Security Resources Board which

places responsibility for education and training in the Office of Education, the President issued recently two documents that are of considerable importance to school administrators. On September 9, the President issued Executive Order 10161 under the Defense Production Act of 1950. This order delegates authority for specific phases of defense production to certain Federal Government agencies. Part VI of the Executive Order dealing with labor supply states: "The Secretary of Labor shall utilize the functions vested in him so as to meet most effectively the labor needs of defense industry and essential civilian employment, and to this end he shall:

- "(a) Assemble and analyze information on labor requirements for defense and other activities and on the supply of workers * * *
- "(c) Formulate plans, programs, and policies for meeting defense and essential civilian labor requirements.
- "(d) Utilize the public employment service system * * * to carry out these plans and programs and accomplish their objectives.
- "(e) Determine the occupations critical to meeting the labor requirements of defense and essential civilian activities. * * *

This Executive Order was accompanied by a memorandum from the Director of the Bureau of the Budget approved by the President which clarified responsibilities of the Department of Labor and of the Federal Security Agency with relation to the training of defense workers. This statement placed responsibility for identifying training needs for defense activities in the Department of Labor. It also stated that the Office of Education, Federal Security Agency, would "develop plans and programs for the education and training, in groups or classes under organized educational auspices, of personnel needed for work in occupations essential to the national defense."

The Department of Labor thus has the responsibility for making plans to meet defense and essential civilian labor requirements, and the Federal Security Agency through the Office of Education has the responsibility for developing plans and programs for the education and training needed by personnel who are to be employed in occupations essential to the national defense.

The Department of Labor and the Federal Security Agency will coordinate their planning under the leadership of the National Security Resources Board. Appropriate steps have already been taken to reach an understanding concerning the division of labor in connection with these activities. Agencies having comparable responsibilities in the States and local communities will face many of the problems of coordination which exist in the Federal Government, and they will doubtless want to develop working relationships in their own communities to guarantee a minimum of duplication of effort and friction and a maximum of efficient planning and operation. The appropriate State and local agencies will be informed of policies and procedures as rapidly as they are developed by the Department of Labor and the Office of Education in order that local authorities may have the benefit of national experience in their planning.

Coordination of all educational activities within the States is very much needed if the various educational systems and institutions are to make their full contribution to the defense effort. State Boards for Vocational Education, local boards of education, and official bodies governing the operations of institutions of higher learning will be called upon to assume specific responsibilities with respect to planning defense training programs.

The Office of Education will continue its policy of dealing administratively with duly constituted educational authorities within the States. It is imperative, however, that all agencies concerned with planning, developing, and operating programs of education and training for defense purposes should work out means of securing the highest possible coordination of these programs within States or even regions. State groups representing the various branches and levels of education might well consider devices for achieving such coordination and cooperative planning. Such a cooperative arrangement will assist the Nation in securing an adequate supply of well-trained and skilled workers for the various production activities essential to an efficient defense program.

Allocations and Priorities

Another problem with which the schools will be concerned in the months ahead is the use of materials for equipment and construction. The Office of Education has made plans in this connection and when

Defense Mobilization Assignments in the Office of Education

These staff members are the Office of Education channels of communication between (1) Government departments and agencies and (2) educational institutions and individuals concerned with defense problems. The present assignments and the persons involved are as follows:

Accelerated Programs in Higher Education----	JOHN DALE RUSSELL.
Area and Language Studies-----	KENDRIC N. MARSHALL.
Audio-Visual Aids to Defense Training-----	FLOYDE E. BROOKER.
Civil Defense (Protection of Life and Property) -	WILLIAM A. ROSS.
Curriculum Adjustments in Secondary Schools--	J. DAN HULL.
Defense Facilities of Higher Education Institutions -----	ERNEST V. HOLLIS.
Defense-Related Government-Sponsored Campaigns in Schools-----	CARL A. JESSEN.
Defense-Related Occupational Information and Guidance-----	HARRY A. JAGER.
Defense-Related Research-----	RALPH C. M. FLYNT.
Education for the Health Professions-----	LLOYD E. BLAUCH.
Engineering, Science, and Management Defense Training in Colleges and Universities-----	HENRY H. ARMSBY.
Extended School Services for Children of Working Mothers-----	HAZEL F. GABBARD.
Health and Physical Fitness Programs-----	FRANK S. STAFFORD.
Illiteracy in Relation to Manpower Utilization--	AMBROSE CALIVER.
Information Concerning Legislation on Student Loans and Scholarships-----	BUELL G. GALLAGHER.
In-Service Teacher Training as Related to Non-vocational Defense Activities-----	DON S. PATTERSON.
Liaison for Research Contracts in Educational Institutions-----	BERNARD B. WATSON.
Liaison for Selective Service; Liaison for Military Training Programs in Civilian Institutions----	CLAUDE E. HAWLEY.
Libraries and Defense Information-----	RALPH M. DUNBAR.
National Scientific Register-----	JAMES C. O'BRIEN.
Practical Nurse Training-----	WARD P. BEARD
Publications and Defense Information-----	GEORGE KERRY SMITH
School Assistance in Federally Affected Areas--	ERICK L. LINDMAN.
School Transportation; Evacuation of School Children; Priorities and Allocation of Critical Materials and School Supplies-----	E. GLENN FEATHERSTON.
Status of Military Reserve Personnel in Education -----	WILLIAM R. WOOD.
Teacher Recruitment and Preservice Training---	W. EARL ARMSTRONG.
Vocational Defense Training of Less-Than-College Grade-----	RAYMOND W. GREGORY.

the time arrives for the control of the use of critical materials through allocations and priorities, the Office of Education is prepared to take the following steps:

1. Call a national conference of educational representatives to obtain their recommendations concerning policies for conservation of materials, policies governing any rationing programs that might be necessary, and procedures to be followed in making allocations and granting priorities.
2. Act in an advisory capacity to officials in other Government agencies which have responsibility for the administration of such programs.
3. Assist other Government agencies in the preparation of written guides and procedures relating to allocations and priorities.
4. Keep State and local educational officials informed concerning the development and operation of such programs.
5. Render consultative service to State and local officials in securing the materials they need.
6. Keep officials of Federal agencies informed concerning the problems which arise in connection with the administration of the program.

Although the Office of Education may have no official responsibility in the administration of these programs, these projected activities of the Office will insure proper consideration of the problems of schools and colleges with regard to the need for materials.

The conservation of materials likely to be in short supply will involve the schools to a considerable extent. There are likely to be shortages in such items as transportation equipment, rubber, gasoline, fuels and oils, lumber and other building materials, metals, and textiles. The first step toward restrictions has already been taken by the issuance of Regulation No. 1 of the National Production Authority recently established by Executive Order in the Department of Commerce. This regulation, to which schools and colleges are subject, sets up controls to prevent the accumulation of excessive stocks of material.

The regulation defines what it calls a "practicable minimum working inventory" and provides that all agencies covered by the regulation shall hold inventories within specified limits. With certain exceptions, it specifically prohibits the receipt of such

materials which would place the inventory above the defined limit or ordering those which would place the inventory beyond this limit. It also requires an agency, for example, a local school system, to keep all records concerning inventories, receipts, deliveries, and the use of materials and provides that records must be made available to the National Production Authority on request. Most schools and colleges have not been in the habit of building up inventories which would exceed what the regulation defines as the "practicable minimum working inventory;" consequently these regulations will not, at least at this time, work a hardship upon many institutions. It is possible, however, that other regulations may follow which will more seriously involve schools and colleges. As these developments occur your Chief State School Officer will be informed of them through our *Defense Information Bulletin*.

New Legislation on Federally Affected Areas

Two laws recently passed by the Congress have direct bearing on defense activities in areas where Government installations have caused major school problems. These measures not only are related to our stepped-up defense program; they also have important implications for the long-term development of American education. At present they concern only a small proportion of the Nation's school districts; but if the defense effort is stepped up, more units of the school system will be involved. House bill 7940, now Public Law 874, provides Federal assistance for *current expense* to school systems overburdened by the activities of the Federal Government; and Senate bill 2317, now Public Law 815, provides financial assistance for school construction to similar school districts. Public Law 815 also provides for a Nation-wide survey of the need for school construction.

These measures are the result of long study by a subcommittee of the House Committee on Education and Labor with the help of the staff of the Office of Education. The study showed that in 410 school districts school attendance had increased, since 1939, an average of 70 percent. In that school year these districts were educating more than 130,000 children who lived on nontaxable Federal property and about 140,000 whose parents lived on private property, but who were employed on nontaxable Federal property. A double burden has been placed on these communities by

two factors: (1) The sudden increases in school enrollments caused by Federal activities, and (2) the loss of local school revenue resulting from the withdrawal from local tax rolls of substantial amounts of property. The study also revealed that the same districts included 250,000,000 acres of federally owned land with a valuation estimated at more than 13½ billion dollars. It is estimated that taxation of this Federal property at prevailing rates would yield more than \$193 million a year for current operating expenses.

Congress decided to approach this problem by determining *the amount of Federal payments on the basis of the number of children involved*. First, the number of children to whose schooling the Federal Government ought to make a financial contribution is to be established. Second, the amount per child to be paid by the Federal Government for current expenses is to be determined by *the amount per child which is normally derived from local tax sources in comparable communities* in the State. The Federal Government is thus paying the local tax share of the cost of educating these children in accordance with prevailing standards of local tax support in the surrounding areas.

The appropriation currently available for allotment under Public Law 815 is not sufficient to meet the total need for funds under the statutory formulas. It will therefore be necessary to approve projects on the basis of the relative urgency of need. We shall cooperate fully with local and State school authorities in determining the urgency of such projects.

The Congress regarded both measures as somewhat experimental, and therefore set a terminal date on their operation. Public Law 874, providing Federal assistance for current expenses, will be in effect for 4 years, and the construction measure, 3. During this time the Office of Education will administer these measures under the terms of the laws and continuously study their operation with a view to correcting any inequities which may develop or suggesting revision of the laws to guarantee that the Government meets its full obligations to local districts burdened with financial obligation because of Federal activities.

In the effort to get this program of financial assistance promptly under way, all available resources of the Office have been placed at the service of the Director of this project. Forms, instructions, and procedures to follow in connection with the

application for help are in preparation. The Office staff will work closely with State and local school authorities, both in the administration of this program and in studying and evaluating its effectiveness and its long-term implications for American education. The policies and practices established under these laws will, I hope, serve as an example of the kind of cooperative effort educators throughout the Nation are capable of in solving significant educational problems, and, in this particular instance, in insuring American children the educational opportunity to which they are entitled.

Survey of School Construction Needs

One of these bills, Senate bill 2317 (Public Law 815), provides for a Nation-wide State-by-State survey of school construction needs for which the Congress appropriated \$3,000,000 for grants-in-aid to State educational agencies to finance one-half of the cost of conducting these surveys within the States.

Since it will be necessary to collect and evaluate certain data on a pattern sufficiently uniform to permit a Nation-wide report to the Congress, the Office of Education will provide consultative services and assist States in every possible way in the coordination of their planning and work.

The school facilities surveys will include an inventory of existing facilities, the need for additional facilities in relation to school population and district organization, the development of over-all State plans for school construction programs, and a study of the adequacy of State and local funds available for school construction.

But enactment of House bill 7940 and Senate bill 2317 in no way alters the fact that, as a Nation, we are facing a severe shortage of classroom space which will grow worse each year unless drastic steps are taken soon to overcome this serious deficiency in our school system. Make-shift classrooms, overcrowded plants, inadequate facilities—these existing conditions greatly impair the quality of education, and it is the quality of the education our children receive today which will largely determine the quality of our citizens tomorrow. America cannot afford to handicap the education of her children by failing to provide adequate schools. The depression kept us from doing this in the thirties. World War II stopped school building in the forties. We cannot afford not to build schools now and in the years immediately

ahead unless the Nation is in imminent peril. Under a partial mobilization, such as we will doubtless face for the next several years, our educational system will be unable to make its essential contribution to national defense unless schools obtain additional classroom space and facilities.

Civil Defense

In the matter of civil defense the schools will be called upon for special services. On September 18, President Truman laid before Congress a "blueprint" for a vast civil defense program. As many of you know, this program drafted by the National Security Resources Board to alert the Nation to the possibilities of atomic attack provides an extensive mutual aid system involving thousands of workers, both paid and volunteer, at the national, State, and local levels.

Though a temporary Civil Defense Administration will probably serve until Congress acts on the Federal civil defense bill, it is intended that States and local communities will move ahead with their civil defense planning now instead of waiting for national legislation and the dissemination of detailed information. Education clearly has a responsibility in both the initial planning and the execution of civil defense operations. Close working relationships are being maintained with other governmental agencies and with appropriate outside organizations on numerous phases of civil defense, and information will be sent to you as rapidly as it becomes available.

In this connection, the Chairman of the National Security Resources Board has indicated that he contemplates, ultimately, the training of some 20,000,000 persons in first-aid procedures. To supplement this, many individuals will be needed in home care of the sick and injured. The American Red Cross has been delegated the responsibility for this great undertaking. It is one in which the schools can play a significant role. The Office of Education is cooperating closely with the Red Cross in the development of this training program insofar as the schools may be involved.

Impact on Teaching Staffs

The question which most troubles school administrators these days is, "What will be the effects of manpower mobilization on education?" Communications from all sections of the country indicate that teaching staffs at all levels of education and student bodies in the later high school and college

years are showing the effect of military mobilization. One State Commissioner of Education reports that approximately 2,000 teachers in his State are subject to call to the armed forces either as reservists or as draftees. Many staff members are in key positions in the defense program, such as vocational and industrial arts teachers, and no replacements are available.

At the moment we lack complete statistical data on the number of teachers throughout the country who are liable for military duty in the months ahead. But of this we are already sure: The elementary schools throughout the Nation can ill afford to lose a single teacher. Of the 300,000 teachers who left the profession during World War II, few have returned, and in the early postwar years only a trickle of teachers came from the colleges and universities. Hence in comparative terms, the teacher situation is far worse now than it was 10 years ago.

No improvement in this situation is in sight even if men are not removed from teaching for military service. Since the enrollments in elementary schools in 1957 will be 40 percent higher than in 1947, teacher recruitment should increase proportionately. That this will happen seems doubtful. There is a shortage of educational administrators and supervisors as well. It is difficult to see how elementary teaching staffs can be maintained if they are significantly reduced by military mobilization.

The heaviest impact on teacher staffs and, to some extent, on student bodies has come from the recall of reservists and national guardsmen. Considerations for delay in calling a reservist to active duty are based upon his current employment in a critical occupation necessary to a highly essential activity. Delays in call to active duty are made on an individual basis only, and the Defense Department has made it clear that under no circumstances will blanket delays for any given profession such as teaching be granted.

The Defense Department is guided in its actions on requests for deferment by the list of essential activities of the Department of Commerce and by the list of critical occupations of the Department of Labor. It must be emphasized that these lists are used *as guides only* and that each deferment is granted or withheld on an *individual basis only*.

The Commerce Department's list of essential activities embraces educational services

which include: "Establishments furnishing formal academic or technical courses, correspondence schools, commercial and trade schools, and libraries." The Department of Commerce lists as a critical occupation teachers of *critical occupations only*. These occupations tentatively include agronomists, architects, bacteriologists, biologists, botanists, chemists, dentists, engineers, geologists, mathematicians, metallurgists, physicists, and veterinarians, among others.

The total impact of Selective Service on teaching staffs is probably relatively small because those who are affected are nonveterans age 19 through 25, inclusive, only. Since many males of ages 24 and 25 are veterans of World War II persons selected to date have been primarily from ages 19 through 23, inclusive, which age groups

probably include relatively few male teachers.

However, if you as a school administrator wish to take further steps to clarify the status of your teachers under the present Selective Service regulations, the place to go is to the local draft board. Let the members of the draft board know all the facts about your most pressing staff requirements and your most critical long-range needs. A number of the inquiries about teacher deferment which have been received in the Office of Education and in Selective Service headquarters deal with questions which can be answered only at the local level.

I have attempted to detail a few of the matters related to the defense effort to which educators will want to give attention during the critical period ahead. Mobilization for national defense involves the local commu-

nities, the States, and the Federal Government. As far as education is concerned it is imperative that the administration of educational programs for the national defense involve the *cooperation* of local, State, and national officials. In Washington we shall do everything possible to keep you informed about developments as quickly as they occur. You can be of critical assistance by organizing your local resources in the national interest, by making your resources and facilities available in the national effort, and in keeping the Office of Education informed concerning your planning and your need for help. Jointly the educators of the country will provide the intelligence, the training, and the skills needed in time of national need and indispensable to the continuation of our free society.

Citizens and Schools in the National Crisis

by The National Citizens Commission for the Public Schools

DURING the 2 months which have followed the beginning of the conflict in Korea, the National Citizens Commission for the Public Schools has been asked many times what the role of citizens working for better schools should be in time of war or near war. In hundreds of communities in every State of the Union citizens are wondering whether they should press their efforts for better schools now.

To us it is encouraging that throughout the confused years which followed World War II Americans worked harder than ever to improve a public school system which already stands as one of the greatest social triumphs in history. Here and now in this country we have come closer than mankind ever has before to the goal of equal educational opportunity for all. But all thoughtful citizens recognize that we still are a long way from perfection and that much remains to be done. The task has been intensified by the rapid and continued growth of our school population with the conse-

quent development of serious inadequacies in school facilities and teachers. We still face the reality of an increase of 10 million school children during the next decade.

There are thus two compelling reasons for pressing the work for better education. One is that this work is yet far from finished. The second is that this work tests and measures the integrity of our own democratic purpose.

In reappraising the importance of this work in the light of current history, we believe it has gained rather than lost importance. The conflict in Korea is obviously a part of a much wider one which has been smoldering for many years and which cannot be expected to die down in the immediate future. While the early settlers in America could throw down their peacetime tools when threatened by attack, and take them up again when the danger had passed, we are faced with the more complex necessity of simultaneously continuing our constructive peacetime work and defending

ourselves during many long years of tension. If, by threatening us, our enemies were able to make us abandon the efforts necessary to maintain and improve our free society, they would by threats alone have won a major victory.

Of course, it will be necessary to adapt our plans for our schools to the immediate requirements of our expanding program for defense. But those who are in the fight for better schools should be alert to secure for our schools top priority in the new line-up of civilian activities that lie ahead.

Recently General Bradley, Chairman of the Joint Chiefs of staff, said: "An educated people is easy to lead but hard to drive; easy to govern but impossible to enslave." It is our public schools which must bear the main responsibility for maintaining an educated people here. It would be ironic indeed if we neglected them when we need them most.



Education Organizes for the

DURING THE MONTH of September further steps were taken at the national level that relate to the organization of education for service during the present defense emergency and educational planning for the future.

Meeting in Washington September 9-11, representatives of 75 educational organizations gave their approval to the organization of a permanent National Conference for the Mobilization of Education, as a means of tying American education into the defense program of the Nation. The conferees voted to set up the Conference as a permanent clearing house for information on defense developments and manpower policies and to work with the Office of Education in an advisory capacity. A resolution adopted by the Conference commended the National Security Resources Board and the President in establishing the Office of Education as an advisory and consultative agency on those aspects of security planning that relate to education.

Representatives of many Federal Government departments and agencies addressed the Conference on problems of special industrial and military training programs which may be needed. Spokesmen for the various educational associations urged top level educational representation on contemplated training programs, representation by education in civilian defense and other local responsibilities, and a strong training of teaching staffs.

Robert L. Clark, Director, Manpower Office, National Security Resources Board, again stressed that "... in the field of education, the National Security Resources Board and the President are looking to the Federal Security Agency and its Office of Education as the focal point within the Federal Government where we will attempt to bring together all the information we can gather to provide assistance to the schools and colleges and universities of this country in making their contribution to the total national effort."

Mr. Clark said further: "To meet the challenge that this situation presents to us,

we will need all the courage and all the resources, all the initiative and all the skill that we and all the other freedom-loving nations of the world can muster.

"We cannot begin to anticipate the problems with which we will be faced. We are in a world different from any other kind of world that any other civilization has had to face. Perhaps a historian would say it is only a matter of degree, but I think it is different.

"Now, since we cannot anticipate all the problems ahead of us, the keynote of what I would like to leave with you, is that I feel the role of education is to create a resourceful people. I want to emphasize that word 'resourceful.' That means that we must have a well-disciplined, well-educated, alert, healthy group of young people who can meet any kind of situation which may arise.

"We could take steps to have all kinds of specialized training during this period. But how do we know what we want to train for? We had better put our main hope on good basic education. It may mean that we will have to cut out some of the frills. Perhaps you would rather we would cut out some of the reporting procedures. But if this group and other groups like it will carry the word back to the people that this is what we need, and not specialized attempts to meet every minor situation which can be anticipated, you will have made your greatest contribution, in my view, to the defense effort."

Charles A. Thomson, Director, UNESCO Relations Staff, Department of State, called attention to the words of a UNESCO resolution passed on July 28, as follows:

"In addition to devoting the professional educational resources of the Nation to the furtherance of military security, the schools and colleges have also a responsibility to national security arising from the long-range need for well-informed, educated, and high trained citizenship.

"... that the schools and colleges, the teachers and educators of the United States, have the responsibility for preparing our people, men and women, boys and girls, to

chart the course of this Nation in the present world situation and to chart a course which necessarily will have much to do in deciding whether the peoples of the world are headed for a safe harbor or for shipwreck."

Captain G. C. Towner, Training Division of the Bureau of Personnel, U. S. Navy, said, "Since the Navy is a firm believer in the value of a broad educational background as a prerequisite to military specialized training, I strongly recommend that you encourage your students to continue with their civilian studies without interruption. Special emphasis on mathematics, physics, electronics, and above all, citizenship, should be given."

Earl D. Johnson, Assistant Secretary, Department of the Army, stated, "The period our Nation is now in is not a total mobilization—only a twilight mobilization. Therefore, it is possible for us to do things in education that we could not do under total mobilization." He said that the Army wanted "to make maximum use of the educational facilities of today. The more we can parcel out to the civilian population the easier the job will be."

Federal Security Administrator Oscar R. Ewing, in addressing the Conference, spoke of the need for schools to train new workers, new advisory personnel, and teachers for the several training programs. He mentioned also "up-grading training for personnel already emphasized," and "refresher and transfer training for persons who have previously acquired some needed ability."

Rall I. Grigsby, Deputy Commissioner of Education, discussed the "necessity of putting the Conference discussion in some sort of framework as to the character and possibly the probable duration of the emergency..." He said, "I presume... that if we become strong enough to deter the aggressors in their aggression in other quarters, we will have to maintain a posture of strength for many years. I suppose also that that implies something in the nature of what some might be inclined to term a garrison state, in the sense, at least, that we will have a large standing military estab-

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lishment, that we will be devoting a very considerable proportion of our income to military expenditure.

"Another assumption seemingly implicit in the situation is that this is not exclusively—indeed, perhaps not chiefly—a question at this point at least of a contest of arms. This is an ideological combat at the moment, and in that ideological conflict, one of the elements certainly that will have to receive very great emphasis is the things that freedom and democracy mean to people in terms of standards of living, in terms of the Four Freedoms, shall we say, in terms of satisfactory conditions of living.

"It is a contest not only of ideas, but of actual accomplishment under a free system of society as opposed to a totalitarian, authoritarian system.

"I think those assumptions, both as to the duration and as to the character of the critical situation in which we find ourselves, may be reflected somewhat in the consideration of education's place, or role, in this situation."

Continuing, Dr. Grigsby, said, "First, as respects the long-range nature, or the probable long duration of the situation in which we find ourselves, General Hershey pointed out yesterday that youngsters who are now in the age group 8 and 10 years of age may be in a military age group within that period of time. What they receive in the schools by way of education and training has a rather direct bearing upon their effectiveness as members of the military establishment or as producers in our economy 10 years hence.

"In other words, as was emphasized in the first meeting of this conference, we have to keep an eye on the necessity of undergirding, shoring up, or strengthening, if you please, the going educational establishment. It cannot be permitted to deteriorate, and if we find ourselves in a situation in which teachers are leaving the classroom for higher-paid jobs in industry, in which the military are getting from our schools teachers in great numbers in the armed forces, we may find ourselves in a

situation in which we will have difficulty in continuing education as it should be continued during this period. . . .

"I shall not undertake to point out more specifically some of the implications of the necessity of keeping the schools strong. I would refer to the fact that proposals for Federal aid to education continue to make sense in that situation, since we may expect that the difficulties of the schools will be, and will continue to be, basically of a physical character. If we are to establish salary scales that will attract and hold teachers in the schools in the situation ahead, we have to be prepared to pay more adequately for the services of qualified teachers.

"If we are to house the young people who are coming to the schools in ever increasing numbers, we have to be able to construct school facilities in spite of shortages. In spite of allocations of critical materials, school construction, it would seem, ought to have at least a Number Two priority.

"If we are to provide, as General Hershey pointed out yesterday, at least for the time being, some method by which young people will be deferred, or their induction postponed, if they have superior qualifications for advanced study in colleges and universities, then certainly it would seem to follow that we ought to do something to make higher educational opportunity more freely available to young people regardless of the economic circumstances of the parents or of the homes from which they come. And that seems to imply something in the way of student aid.

"Now as you know, legislative proposals of this character have been before the Congress and no doubt will be before the 82d Congress. I simply point out that in terms of the long pull, we are under the necessity of strengthening, or shoring up, education in this emergency situation."

The Mobilization Conference named Willard E. Givens, Executive Secretary of the National Education Association, as chairman of its executive committee. Other officers named were Vice-Chairman: Edgar Fuller, executive secretary, National Coun-

cil of Chief State School Officers; Secretary: J. Kenneth Little, director of student personnel services, University of Wisconsin, Madison, Wis.; Coordinator: J. L. McCaskill, associate secretary, Department of Higher Education, National Education Association, Washington, D. C.

A Defense Information Bulletin of the Office of Education dated Sept. 11, 1950, titled "Amendment to Selective Service Act of 1948," reported the following information:

The President of the United States approved, Sept. 9, 1950, an Act of Congress relating to the induction of medical, dental, and allied specialists. This Act (Public Law 779, 81st Cong. 2d sess.) is an amendment to section 4 of the Selective Service Act of 1948.

That portion of the Act that will be of special interest to the colleges and universities is section (i) (3) which reads as follows:

"It is the sense of the Congress that the President shall provide for the annual deferment from training and service under this title of numbers of optometry students and premedical, preosteopathic, preveterinary, preoptometry and predental students at least equal to the numbers of male optometry, premedical, preosteopathic, preveterinary, preoptometry and predental students in attendance at colleges and universities in the United States at the present levels, as determined by the Director."

We shall inform you of any action taken by the Director of Selective Service in defining such terms as "premedical" and "predental students" and any other implementation of the preceding section that may be effected.

Another Defense Information Bulletin dated September 19 was titled, "President's Executive Order Issued Under Defense Production Act." Content was as follows:

The President on Sept. 9, 1950, issued an Executive order under the Defense Production Act of 1950. Part VI dealing with labor supply, stated: "The Secretary of Labor shall utilize the functions vested in

him so as to meet most effectively the labor needs of defense industry and essential civilian employment."

Section 601 (c) of the Executive Order assigned to the Secretary of Labor responsibility to "formulate plans, programs, and policies for meeting defense and essential civilian labor requirements."

The President on Sept. 9 also approved a memorandum from the Director of the Bureau of the Budget which included a reference to certain responsibilities of the Department of Labor and the Federal Security Agency in training defense workers. This reference further defines section 601 (c) of the Executive Order delegating functions under the Defense Production Act.

The memorandum indicated that the Department of Labor would identify training needs for defense activities, and that the Federal Security Agency, through the Office of Education, would "develop plans and programs for the education and training, in groups or classes under organized educational auspices, of personnel needed for work in occupations essential to the national defense."

Initiation of plans for specific training programs under the authorization of this order will depend upon certification by the Department of Labor that manpower shortages exist or are imminent in occupations essential to defense production needs. Plans are being made for the development of programs, to be conducted by schools, colleges, and universities under the sponsorship of the Office of Education, for meeting such shortages.

This bulletin also stated that as additional information concerning control of materials and supplies is released, it will be available from the Field Offices of the Department of Commerce.

As the month of September ended, the American Council on Education was completing plans for its October Conference on Higher Education in the Nation's Service which was expected to be attended by approximately 1,000 representatives of institutions of higher education and related grants. This meeting will be reported in a forthcoming issue of the Office of Education's semimonthly periodical, HIGHER EDUCATION.

A Defense Information Bulletin dated October 3 and titled, "Draft Regulations Affecting College Students," was issued to clarify questions which have arisen concerning the interpretation of the Selective

Service Act of 1948 and Selective Service Operations Bulletin No. 1 of August 8, 1950 as they apply to students.

This bulletin furnished the following information:

Under the Selective Service Act of 1948, Section 6 (i) 2, a student may have his induction postponed until the end of the academic year or until he ceases satisfactorily to pursue his course of instruction, whichever is the earlier. This means that a registrant who has been classified and is not deferred is entitled to have his induction postponed until the end of the academic year if he is ordered to report for induction while satisfactorily pursuing his full-time course of instruction. A postponement does not change the registrant's classification and, unless there should arise reason to have the case reopened, the order to report for induction is a continuing obligation on the registrant with which he is expected to comply at the termination of the postponement period.

Operations Bulletin No. 1 is intended to serve as a guide to local boards in determining which college students properly should be considered for *deferment*—in distinction from postponement—in an effort to carry out the desire of the Congress to provide the fullest possible utilization of the Nation's technological, scientific, and other critical manpower resources as expressed in the Selective Service Act, sections 1 (e) and 6 (i) 2. A student may be considered for deferment if he has completed at least one academic year of a full-time course of instruction in an institution of higher education; if he was in the upper half of his class during the last academic year he was enrolled; and if he had arranged prior to August 1, 1950, to enroll in a full-time course of instruction for the academic year ending in the spring of 1951. This means that a registrant may be classed in class II-A until the close of the academic year or for such other period as the board might determine, not to exceed 1 year. At the end of this deferment, the registrant must again present to his local board a request for deferment if he desires it and submit such information as the local board requires in support of his request.

Commissioner of Education Earl James McGrath made the following statement regarding education's role in the present emergency:

We cannot assume that the lessons learned in World War II will in themselves provide

adequate guidance for the present situation. According to all the signs we can see, we are now in for a long pull—perhaps for a generation. This will mean the vigorous furtherance of *all* essentials in our national life.

Among these essentials is education. The military strength of the Nation, over the long pull, is directly dependent upon adequate health and educational services to youth.

Equally important, we must as a free democracy be strong militarily without becoming a garrison state. If this is to be done, it will be necessary to strengthen our educational system and other basic institutions.

The Nation, then, will be vitally concerned with the education of American boys and girls. We cannot postpone education for a generation, and then hope to "take up slack." The oncoming generation comes on; its education cannot wait. That education must be adequate.

Special Announcement

THIS ISSUE of SCHOOL LIFE presents considerable defense information which requires the omission of the regular features, *Selected Theses in Education*, and *New Books and Pamphlets*, as well as *Aids to Education—By Sight and Sound*. It is hoped that these features will appear again in the December issue of SCHOOL LIFE.

See page 20 for a listing of Defense Mobilization Assignments in the Office of Education, and pages 24 to 26 for Defense Information Bulletins and emergency education developments.

See "Amendment to Selective Service Act of 1948" reported in the Defense Information Bulletin of September 11 (page 25) and "President's Executive Order Issued Under Defense Production Act" reported in the Defense Information Bulletin of September 19 (page 25).

See also "Draft Regulations Affecting College Students" presented in another Defense Information Bulletin dated October 3 (page 26).

Making Up Our Minds

by Oscar R. Ewing, Federal Security Administrator

WHEN THE Communist aggressors invaded the free territory of the Republic of Korea on June 25, the whole confused wilderness of international relations and of conflicting ideologies came into focus. We know now where we stand. We know some, at least, of the implications of what we have done to resist totalitarian aggression. We—and the whole free world—have abruptly called a halt to the creeping inroads of those who would undermine, or subvert, or utterly destroy, the free way of life which means so much to us.

The events of the past few months, climaxing the long and tortured logic of history which has forced our country into leadership of the free world, place us squarely in the middle of the battle for men's minds. The most fundamental difference between ourselves and our opponents, in this battle, is simply this: That the totalitarians seek to *capture* men's minds. We, on the other hand, seek to *free* men's minds. It is the strategy of en-

trapment, of terror, of the intellectual strait-jacket, against the strategy of release, of inquiry, of skepticism, of intellectual and academic freedom, and of mature judgment.

THIS STATEMENT is from an address made by Mr. Ewing at the banquet session of the 33d annual convention of the American Federation of Teachers, Detroit, Mich., August 23, 1950.

They want people to stop thinking, and to start accepting. *We* want people to think for themselves, to think harder and better than ever before, and by that means to reach joint decisions. *Their* idea is conformity, by force if necessary; *our* idea is free choice, influenced only by argument and knowledge.

It would be foolish to say that we will win this battle simply because our way is better than the totalitarian way. You have to work hard to live the life of the democratic man. You have to face facts, see through

propaganda, make up your own mind; and this is a process infinitely more difficult than the mere acceptance of the triple-talk of the totalitarian party line. Furthermore, you must make up your mind—not once—but again, and again, and again, as new problems and new dilemmas confront you.

We use many tools in making up our minds. We use the press and radio and television and motion pictures and books. We use the common sense which God may have given us. We use the everyday experience of our everyday lives, and we check the larger problems against this practical yardstick. We use the talents and leadership of our great men and women, our politicians and philosophers and writers and distinguished citizens in every field.

But, of all influences, perhaps the most profound and lasting is the influence of the classroom teacher. The teacher, more than any other person, molds the thinking of young people when they are most impressionable—and thereby fixes the patterns for tomorrow's thinking. You cannot shirk this responsibility. I do not think you want to do so. Your job is not entrapment, but release—you are not trying to force young people into a rigid pattern, but just the reverse, for you are trying to show them how to use the wisdom and experience of the past to create new patterns of life and behavior.

We have always needed to do this, and we have always tried to do this. But we have reached a time when the need is greater than ever before. We are confronted by a Communist ideology which appeals even to a few Americans, and which appeals to very many people in other countries. Now that the United States is clearly the leader of the free world, it is incumbent on us that we show to ourselves and the whole world just what we mean by the democratic philosophy.

Let us start with the educators themselves. We believe in freedom of thought and speech, and therefore we stand firmly for academic freedom in the schools and colleges of the Nation. There is no place in the ranks of teachers and administrators



Arriving in Detroit, Mich., to address the annual convention of the American Federation of Teachers, American Federation of Labor, on August 22, Federal Security Administrator Oscar R. Ewing is greeted by the welcoming committee. Left to right are: Mr. Ewing, Mrs. Harriet Pease, President, Empire State Federation of Teachers Unions, and Miss Etta Greenberg, New York City Local of the American Federation of Teachers.

for either brand of totalitarianism—whether of the left or of the right. We know from experience—and the American Federation of Teachers knows particularly well—that the closed mind of the doctrinaire dogmatist has no place in the American school.

Making up America's mind does not mean closing it. It means opening it to truth, and subjecting all that comes before the bar of human judgment to the impartial, unbiased verdict of consistent logic and clear reason. It also means holding firmly to standards of value which alone make such judgment meaningful. It means the unrelenting defense of freedom to think and to learn, and therefore to teach. It means the relentless pursuit of truth for truth's sake. And, above all in this time of crisis, it means knowing clearly *why* our freedom is better than tyranny, *why* the individual is more important than the state, *why* each child holds within him the future of the community, *why* the strength of democracy rests upon the basic human freedoms and human values.

The Nation looks to you, as teachers, for leadership in making these things clear to every one of our children. But you, in turn, have a right to look to the Nation for support. Part of the community's responsibility to you is to see that the men and women on whom we depend for the teaching of our children are paid enough to be able to speak of the fruits of American freedom in more than abstract terms.

The low salaries which teachers receive in too many parts of the country are nothing less than scandalous. Here is the very profession which is the foundation of all other professions, the profession which carries the banner of democracy and knowledge and understanding. Why should this profession, of all professions, be underprivileged, underrated, and underpaid?

We speak of the desperate shortage of working teachers in America today. What incentive are we offering to young men and women to go into the profession? Man does not live by the dollar bill, but neither does he live very well without it. You became working teachers, not because there were financial rewards offered to you, but because you saw in the classroom a great opportunity to render service to the people of America. Your reward, too often, is little more than your sense of personal satisfaction in a job well done. It seems to me that every one of us, as citizens, must do everything we can to add to this the additional satisfaction of adequate wages.

You need more than this. You need the tools with which to work. We turn out automobiles—and war weapons—in handsome, scientifically designed, spacious factories. We spend much time, much thought, and much money, to improve the conditions under which the vast industrial production of America is generated.

Yet in our schoolhouses—the fountains of ideas and knowledge in which we generate the citizenry of America—we have let the plant run down. At the very time when we expect education to do a bigger and better job than ever before, we ourselves are not doing as well by our schools as we have in the past. Twenty years ago the country invested three cents out of every dollar of national income in education. This year, our investment in education has fallen well below two cents on the dollar. We are short-changing our own children.

Over the next 10 years, we need to spend a billion dollars a year to improve our educational facilities. This money will not come, to any large degree, from the Federal Treasury. It will have to come from the States, the counties, and the municipalities of the country. It will only come when the parents of America are aroused to the point where they are willing to pay the extra pennies that will prevent their own children from being short-changed in education.

Biggest Educational Job

You as teachers are now facing up to the biggest educational job of all—the job of educating the American public to its own needs in the schools. I recall that, some time ago, teachers were accused of running a sinister lobby for education. If you as members of the American Federation of Teachers insist upon your right to a more adequate salary, if you insist on informing the community about the crying need for more and better schools, if you insist on expressing your views on the necessity to go forward in America—if you do those things, as you are doing, then you need not pay any attention to the shrill cries of the professional reactionaries. We need more lobbying like that in America.

We need Federal aid to education, so that children in every last corner of the United States can have at least the minimum of educational opportunity which all children deserve. We need a program of scholarships and insured student loans, so that these opportunities can be continued right through the college years, for those students who could not otherwise afford to pay

for higher education. We need to strengthen the leadership in the field of education that is already provided by the Office of Education, a part of the Federal Security Agency.

We need to do these things within the framework and philosophy of social progress. Last week Congress passed the amendments to the Social Security Act, greatly expanding the coverage of the social security program and bringing the benefits of social insurance more closely in line with today's costs of living. I have no doubt that this tremendous forward step in social legislation will be signed by the President within the next day or two. [EDITOR'S NOTE: President Truman signed the new social security law on August 28, 1950].

This too is part of the social program which the American people desire—more and better education, more and better family security, new and better ways of paying the high costs of medical care, new and better rules to govern the relations between labor and industry, new and better ways to eliminate discrimination and to promote civil rights. You know the roster of needs in America as well as I do, because these are your needs as well as mine. You as teachers and as a segment of organized labor have fought hard and well for these advances.

There are some who feel that we must stop working for this kind of progress because of the international situation. Certainly our primary effort must be on the strengthening of our country to meet whatever demands may be placed upon us. Nobody who understands the difference between Democracy and Communism, between freedom and the police state, will challenge this. What we must continue to remember, however, is that our country is strong only if our people are strong—and that our people are strong only if our education, our health, and our family security are maintained and strengthened. There is no conflict here. There is merely the interplay of needs for the making of a powerful America in a turbulent world.

In issuing its call for this year's annual convention, the American Federation of Labor, of which you are members, stressed its insistence on the need to go forward, constantly and unceasingly, in this hour of crisis. That is what we must do—go forward—and the teachers of the United States stand in the very forefront of the unconquerable American movement to build, to improve, to strengthen, and to conquer.

Community College Education—A National Need

by William R. Wood, Specialist in Junior Colleges and Lower Divisions
and Homer Kempfer, Specialist for General Adult and Post-High School Education

"THERE ARE NOW more than 1,800 colleges and universities in America. Why do we need a Nation-wide development of community colleges?" So wonder many laymen and some educators.

The reasons for further democratization of our system of education are many and specific. In accepting the comprehensive concept of the community college as a *composite program of educational opportunities and services for older youth and adults*,¹ we assume a public undertaking of immense scope. Reflected against the standard of high-school graduation, almost 50 percent of the older youth of the country, ages 18-20, for example, are educationally underdeveloped. They are chiefly elementary and secondary school drop-outs; some of them are functional illiterates. In our democratic society they constitute a very grave problem. Among young men and young women of this group delinquency and crime incidence is at its highest. Among them the rate of unemployment is greater than it is for any other age group in the labor force. They are society's neglected stepchildren.

The life-adjustment difficulties of these educationally underdeveloped older youth are of particular concern to the community college. These youth comprise too large a segment of our 18-20-year-old total population to be ignored indefinitely. Generally speaking, every one of them could find further educational opportunity in a properly developed local, public, tuition-free community college, either on a part-time or on a full-time basis. In serving these young people well, the community college can serve the Nation by contributing significantly to a general improvement in their civic competence, productive capacity, and personal satisfaction in living.

Of the fifty-odd percent of our older youth population who do complete the

twelfth grade, only about half (roughly one-fourth of the total age group) ever continue their formal schooling. By providing free opportunities within commuting range of all our academically ablest youth, the community college would make it possible for twice as many of them as are now in college to develop their special abilities to the full. In other words, thousands of our most talented young men and young women are now barred from the professions, and from top leadership of any sort, through no shortcoming of their own. For this prospective college-transfer group alone, the entire cost of establishing and maintaining community college education throughout the country could well be justified.

Our Soaring Youth Population

How many older youth are there in America today? How rapidly is that number increasing? The accompanying table tells the story. In 1950 we have about six and one-half million in the 18-20-year-old group, almost equally divided between young men and young women. There is a slight drop-off in prospect during the next

Continental United States, estimated total population 18, 19, and 20 years of age 1950-68

Year (1)	Age			Total 18-20 (5)
	18 (2)	19 (3)	20 (4)	
1950	2,139,000	2,211,000	2,232,000	6,582,000
1951	2,067,000	2,136,000	2,208,000	6,411,000
1952	2,041,000	2,064,000	2,133,000	6,238,000
1953	2,134,000	2,038,000	2,061,000	6,233,000
1954	2,178,000	2,131,000	2,035,000	6,344,000
1955	2,178,000	2,175,000	2,128,000	6,481,000
1956	2,269,000	2,176,000	2,172,000	6,616,000
1957	2,309,000	2,266,000	2,173,000	6,747,000
1958	2,309,000	2,307,000	2,263,000	6,878,000
1959	2,460,000	2,306,000	2,303,000	7,069,000
1960	2,647,000	2,457,000	2,303,000	7,407,000
1961	2,974,000	2,644,000	2,454,000	8,072,000
1962	2,832,000	2,971,000	2,641,000	8,444,000
1963	2,752,000	2,829,000	2,968,000	8,549,000
1964	3,288,000	2,749,000	2,826,000	8,863,000
1965	3,685,000	3,285,000	2,746,000	9,716,000
1966	3,520,000	3,682,000	3,282,000	10,484,000
1967	3,566,000	3,517,000	3,679,000	10,762,000
1968	3,435,000	3,563,000	3,514,000	10,512,000

¹ In 1947 a total of 3,699,940 live births were recorded—an all-time high. Source: Bureau of the Census.

few years, the total reaching a low point in 1953 of about six and a quarter million. Then, according to predictions based upon Bureau of the Census estimates derived from the official number of live births recorded annually, there is a rapid climb upward. In 1960 the total older youth population of continental United States, unless some catastrophe overtakes us, is certain to be well over seven and one-half million. From then on the pace is dizzy: in 1965 the total is nearly nine and a quarter million; 2 years later it is over ten and three-quarters million! The impact of these figures is startling; yet, henceforth, all of our thinking about educational opportunities for older youth must be adjusted to them. Certainly, they accentuate the urgency impelling the establishment of community college education on a Nation-wide scale.

The Job for the Community College

The over-all scope of the community college concept is shown graphically in the accompanying chart. The 4-year college and university group, for the most part full-time students with employment incidental during the school year, represents those students whose programs of instruction are concerned largely with liberal arts studies and professional preparation. The projection is based upon current enrollment percentages in degree-granting colleges, universities, and professional schools. The remainder of the chart represents potential enrollment in the community college. We may anticipate that about one-fourth of the total older youth population will be accommodated in 4-year colleges and universities. The community college will draw its enrollment largely from the other three-fourths. If adequate facilities and suitable programs of instruction are made available, a majority of the total older youth population may be expected to enroll in programs of general and occupational education of both transfer and nontransfer types. A large number of these students would be

¹ See Kempfer, Homer, and Wood, Wm. R. *The Community College—A Challenging Concept for You*. SCHOOL LIFE, June 1950.

enrolled on a full-time basis with part-time employment an integral part of their total learning experience. Of necessity, programs of instruction would be varied. There would need to be all types of work-study arrangements, including local, State, regional, or national conservation camp projects.

It is customary to consider older youth, especially those who are to become essentially full-time students for one or more years, as the core of the community college concept. Much larger numerically, however, is the adult and employed older youth group, representing students primarily on a part-time basis. Most of these are engaged in homemaking, employed full time, or actively seeking employment. In this category might also be included the unemployable and those beyond retirement age. Based upon studies made by the American Institute of Public Opinion, it is estimated that approximately 40 million adults desire

further education. This number is greater than the total enrollment of all other parts of our educational system from nursery school through graduate school. Many more have educational needs of which they may be unaware—often in such fields as health and citizenship. The total number of adults and employed older youth to be served in any community will be limited largely by the resources available for serving them and by the vision of community leaders in setting up suitable programs.

The scope of educational needs of the large adult group, the "developmental tasks"² of maturity, are suggested, also, on the chart, "The Job for the Community College." These "tasks" provide high motivation for learning. They represent periods during which the proper kind of education can play a key role in helping individuals to achieve satisfactory personal adjustments

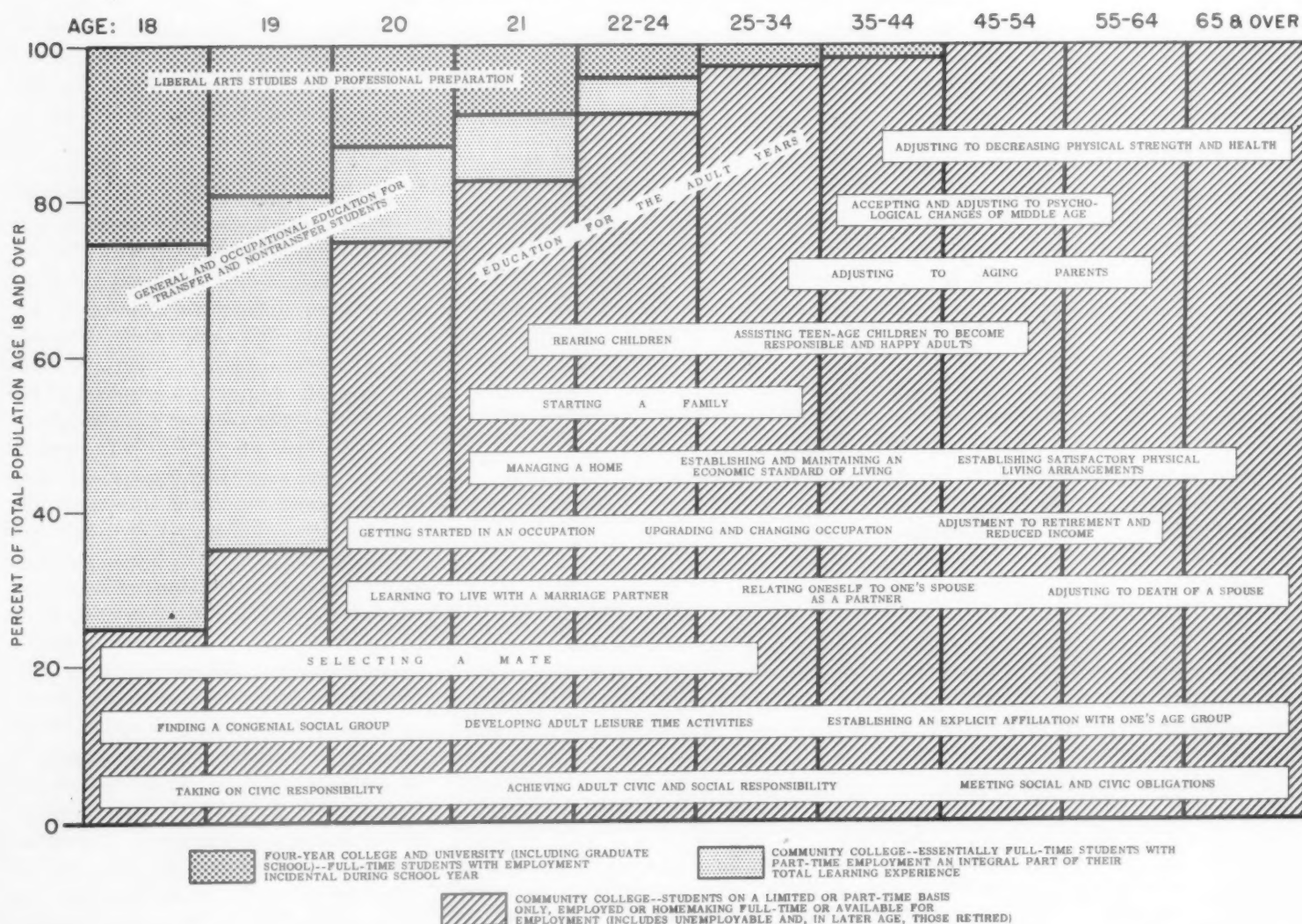
² Adapted from R. J. Havighurst's *Developmental Tasks and Education*, University of Chicago Press, 1948.

in living, and in strengthening family and community life, thus contributing to a general improvement of conditions in our democracy.

Some of these tasks or subdivisions of tasks require adjustment and education only for short periods. The bulk of the learning and adjustment incident to starting a family, establishing satisfactory living arrangements at a given period in life, or getting started in a particular occupation or upgrading or changing occupations may be concentrated into a few weeks or months. Other tasks may cover years. In the fields of citizenship, leisure-time activities, and health, for example, adjustments are continuous throughout life.

Except in the case of occupational training many adults often fail to recognize certain of these periods and tasks as requiring education. Consequently they do not seek specific educational assistance until specific programs are called to their attention.

THE JOB FOR THE COMMUNITY COLLEGE



There is ample evidence to indicate, however, that whenever suitable educational opportunities are provided in a community, adults taking advantage of them are able to accomplish each "developmental task," to make the necessary life adjustments, more easily and satisfactorily.

At present the public schools, the extension divisions of colleges and universities, the public libraries, the Extension Service of the United States Department of Agriculture, and other public agencies are able to serve only a minor fraction of the adults who want more education. For a great majority of adults the community college could provide continuing educational opportunities. One of the most important functions of the community college, then, is to provide a strong and comprehensive program of educational opportunities and services for adults. In so doing it makes a vital contribution to the well-being of the Nation.

Underlying Economic and Social Forces

There are other impelling reasons why community college education is a national need.

1. *Living grows increasingly complex.*—It is generally recognized that life is much more complicated today than ever before in history. Consequently, everyone, if he is to lead a satisfying and useful existence, needs more education than formerly.

Each one of us has a role to play as a citizen of the world as well as a citizen of the United States and as a citizen of a local community. Perhaps education of all of the people for international living is the only basis upon which world peace can be built. This cannot be done at a single time but is a matter for continuous study and application on the part of every adult citizen throughout his life.

2. *Education, continuous and lifelong, is a necessity for the survival of democracy.*—The community college provides a means of putting together in a purposeful way all educational experiences for older youth and adults.

Since there is every indication that educated people on the whole take better care of themselves and of each other than do the uneducated, it is held that continued education serves to reduce crime, dependency, and other negative burdens upon society. Public education, available and accessible to all of the people on a continuing basis throughout life, is a necessity for the survival of democracy.

3. *A dynamic economy demands increased educational opportunities for everyone.*—The possibility of a continued expanding economy in America rests upon providing more education for more people. Studies conducted under the sponsorship of the United States Chamber of Commerce have shown rather conclusively that education increases the productive and consuming capacity of people and that regardless of the abundance of natural resources, areas of economic well-being definitely reflect a high level of education. Education of everyone to the fullest extent possible is the basis of national welfare.

4. *Technological change compels everyone to learn more.*—New technological developments are rapidly changing the patterns of living of millions of Americans. As new equipment is perfected and installed, the unskilled are released from the work which they are able to do. Either they must be retrained or accepted as a social burden.

New jobs are continuously being created, however, for those who have competencies that are needed in the construction and maintenance of the new equipment and in the management of personnel. There is an increasing number of employment opportunities for persons who possess some education beyond the twelfth grade but who have not completed a 4-year college program. For every professionally trained person there is need for four or five persons of the technician or managerial type.

There is growing recognition among employers and prospective employees that technical skill alone is not enough. Competencies that grow out of a program of general education combined with occupational training and part-time work experience is accepted as more desirable. This combination, of course, increases the amount of time that must be spent in schooling and supports the conviction that a twelfth-grade education is no longer sufficient for today's needs.

5. *The span of employable years of life is being reduced.*—Technological changes are definitely pushing upward the age at which young people can become gainfully employed. To get a job greater understanding, adaptability, skill, and maturity are needed than formerly. The going-to-work age for a large segment of our older youth population has advanced from 16 or 18 to 20 and beyond. If young people are not required as workers until they are 20 or older, and if adults are encouraged to retire not later than 60, what provision is

the Nation going to make for these groups?

Late employment of youth is one of the most serious social problems of our times. We are not now making adequate use of the creative and productive potential of our older youth population. Large numbers of young people who have passed the typical age for the completion of the twelfth grade are not needed as full-time workers in our economy. For these youth a combination program of study and part-time work in their own communities that will make it possible for them gradually to assume full employment status and adult obligations is highly desirable.

Through continuous exploration and study of jobs-for-youth possibilities, the local community can contribute much toward the solution of the older youth unemployment problem. In many instances, however, it is not possible for a given locality to carry all of the responsibility. There are many communities of relatively low economic status that have an excess of population. A national effort is needed to alleviate such situations. Young people from overpopulated places should be given opportunities for *work and study* on State, regional, and national projects. Employment alone does not solve the life-adjustment problems of older youth.

6. *All may vote.*—Under a government of free people that guarantees every adult citizen the privilege of voting on issues of common concern, "Who shall be educated?" is a futile question. ALL MUST BE. Upon this fundamental principle there can be no compromise if the government of free people is to endure and to prosper. There is no other way that the individual worth and dignity of every human being can be recognized and guaranteed.

7. *Social mobility must be maintained.*—The chance to move freely from one socioeconomic group to another has been a powerful motivating force in American life. The hardening of class lines would inevitably endanger our way of living. The democratization of education through the community college is probably our best means of combating undesirable tendencies toward social stratification.

Could existing 4-year institutions handle the job that has been projected for the community college? The rapid growth in our older youth population, as indicated in the table shown above, will necessitate within the next dozen years, at least a 50-percent increase in higher educational facilities of existing types. This expansion would *not*

accommodate any increase in the percentage of older youth who might wish to attend a 4-year college or university. Yet that percentage has been moving upward for several decades. There seems no prospect that the current proportion of older youth attending college will be reduced in the years ahead. Obviously, therefore, existing colleges and universities will need to expand their facilities to the utmost coincidentally with the establishment of a very large number of community colleges if the needs of the older youth and adults are to be met adequately.

It is quite doubtful, moreover, that existing institutions should attempt to provide educational opportunities of the varied types and on the scale suggested for the community college. They have a unique responsibility to perform in providing upper division work of high academic quality and expanded graduate research opportunities. Upon them falls the burden of the preparation of teachers for the elementary and secondary schools, as well as for the community colleges and the 4-year institutions. Upon them ultimately rests responsibility for leadership in all educational endeavors. To argue that existing institutions can meet, or be expected to meet, the total educational need of all older youth and adults is to shut one's eyes to the existence of much of that need and to ignore many of its unique characteristics.

It is difficult to estimate the extent to which some of the services and opportunities included under the definition of community college education are now being offered by existing agencies and institutions. Certainly, on a relatively limited scale, excellent work is being done in some special-

interest areas. Efforts, unfortunately, are scattered. There is considerable overlapping and a complete absence of coordination and integration for the individual or the community. The result is incomplete, inadequate, and in most cases unsatisfactory. Only a fraction of the total need is being met. The expansion of the educational programs of existing agencies or the addition of new programs by other unrelated agencies, however, would merely increase present confusion.

The Community College Provides a Unified Approach

A unifying concept of education for maturity and a means of effecting it are needed. The community college could supply both without interfering with good work that is now in progress. It could act as a clearing house or headquarters for educational projects of many sorts and as a coordinating and cooperating agency for existing educational programs. It could and should be the local center of educational activity for older youth and adults. As such its facilities and resources should provide substantial assistance to all types of sound educational opportunities now available to the general public. The function of the community college is not to compete, but to complement. In the education of older youth and adults there is plenty of opportunity for all organizations which desire to render service.

Since the community college provides a comprehensive plan for the future, it will be instrumental in eliminating piecemeal and haphazard development of education for older youth and adults. In time of national emergency, moreover, the community col-

lege could provide extensive training facilities and well-qualified staff personnel available for immediate service. *Clearly there is genuine need for the rapid development of community college education on a nationwide scale.*

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THE THIRD edition of Anne M. Boyd's reference guide, *United States Government Publications*, revised by Rae Elizabeth Rips, has just been issued by the H. W. Wilson Company.

Extensive revision has been necessary in nearly every chapter of the work, and two chapters, one on the National Military Establishment and another on Wartime Emergency Agencies, have been added.

It presents a general survey of the publishing bodies of the Government, giving a concise account of the history, organization, and functions of each agency, followed by an annotated list of its more important publications. Twelve charts illustrate the organization of the principal Government departments.

Miss Boyd is Associate Professor of Library Science at the University of Illinois Library School.

Editor's Note.—Valuable Government guides are also the *U. S. Government Organization Manual*, 1950-51, price \$1, and the *Congressional Directory*, price \$1.50, available from the Superintendent of Documents, Government Printing Office, Washington 25, D. C.

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